

Review of Youth Services and Youth Provision.

Efficiency, Improvement and Transformation Review Programme.

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1. Introduction.

The review of Youth Services and Youth Provision was agreed by Cabinet in October, 2008. The need to review services was triggered by a number of factors including:

- the move to integrated service provision;
- the need to ensure the delivery of both targeted and universal youth services to young people;
- the funding bid for “myplace”;
- the views of young people that in general terms they did not feel there was enough “things to do and places to go” within the borough;
- government guidance on development and modernisation of services for young people, e.g. aiming high for young people, positive activities, etc.

A project team was set up and an action plan and timescales agreed in December, 2008.

Alongside this, the authority was developing the process for reviewing all services under the Efficiency, Improvement and Transformation (EIT) programme. This review was then taken into this programme and established as a year 1 review.

The project is reporting into the Efficiency, Improvement and Transformation Board, Children and Young People’s Scrutiny Committee and to Cabinet.

The initial date for completion of the review was set for July 2009. However, due to the need to overlap this review with the development of the “myplace” project, demands on consultation and the need to take on board the views of Children and Young People’s Select Committee, the review reporting was put back to January, 2010.

Since commencing the project, the bid for “myplace” funding was accepted by DCSF and a separate project team was set up to deliver the programme. The business case for “myplace” was submitted to Big Lottery in September and final decision on moving forward is expected from the DCSF in December, 2009.

Project Team members are identified at appendix 1.

The scope of the review (appendix 2) was confirmed by the EIT Board. It was agreed that the review needed to cover the local authority youth services, but also in as much detail as possible, the range of youth provision which existed across the borough. This would encompass the range of positive activities that are available to young people. The age range was identified as 13 to 19 years, but with some extension down to 11 years of age and up to 25, where appropriate.

2. Background.

The local authority has a statutory duty to ensure the provision of youth services, sufficient to meet the needs of its population of young people, aged 13 to 19 and also to meet the specific needs of targeted populations in the age range 11 to 13 and 19 to 25 years old.

Youth Services can be described as a range of provision developed through a partnership of the Local Authority, voluntary and community organisations, independent and private sector providers, whose activities are primarily for the personal and social development of young people.

Youth provision, for the purposes of this review, is being defined as the range of provision primarily aimed at “places to go, things to do.” Provision may be linked to raising achievement and standards in education, training or employment or initiatives aimed at promoting inclusion, participation and having fun.

Youth Services have traditionally been provided primarily by local authorities with the wider youth provision being a mix of local authority direct provision, commissioned services and provision through the voluntary and community sectors and independent organisations (both profit and non-profit making).

National guidance has directed the development of both youth services and youth provision. Key documents include;

- Green papers- Youth Matters and Youth Matters; Next Steps;
- Targeted Youth Support- a guide(DCSF);
- Positive Activities- Qualitative Research with Young People (DCSF);
- Aiming High for Disabled Children (DCSF)
- See also appendix 3.

The direction of travel indicated from central government is to increase the range and quality of positive activities for young people, which will support and enhance their development, in its broadest aspects. The expectation on local authorities is to lead the development of services to ensure both universal provision of and access to positive activities and to target services on the most vulnerable groups ensuring early intervention and support as appropriate.

Up until 2008, there was a dedicated youth service within the borough. The development of integrated services took place over 2007/2009 and this brought the youth services into integrated teams alongside the Connexions service and the Youth Offending Service under single line management. Universal services are primarily delivered through Integrated Service Areas with some targeted services. The borough-wide Integrated Youth Support Service provide targeted and specialist services, including the Youth Offending Service. The structures for these services are presented at appendix 4.

A scrutiny review of the youth service took place in 2006. This identified a number of key proposals for the development of the youth service. A number of these proposals have been actioned and others as addressed as appropriate within this review (appendix 5).

An Extended Youth inspection was carried out alongside the Joint Area Review of Children’s Services, undertaken in December, 2007. The inspection report is attached at appendix 6.

The outcome of the inspection was that Stockton-on-Tees Borough Council was deemed to be providing a good youth service and was sufficiently securing the provision of youth work.

The Children and Young People's Plan, 2009-2012, has identified the following priorities around youth services and youth provision:

- increase the range of accessible culture, leisure, sporting and social activities for children and young people by developing services across statutory, voluntary and independent sectors;
- enhance the involvement and participation of children and young people, parents and carers in community life, positive activities and in the development of services to meet identified need.

Young people have been directly involved in service development consultations over a number of years. There is representation of young people from the Youth Assembly on the Children's Trust Board. The common themes coming from young people are around the range of positive activities that are available to them, problems around accessibility and the cost of public transport.

There is presently a review of the operational structures taking place with regard to Children's Services in CESC. The outcome of this is likely to be that the range of youth services provided through the CESC will come under one manager at third tier level. It is not anticipated that this will significantly effect the outcome of this review and is likely to better support the range of services being delivered.

3. Legal Framework

Evidence shows that how young people spend their leisure-time really matters. Participation in constructive leisure-time activities, particularly those that are sustained through the teenage years, can have a significant impact on young people's resilience and outcomes in later life. International evidence demonstrates that participation in positive activities can help to improve attitudes to school; build social, emotional and communication skills; help young people avoid taking risks such as experimenting with drugs or becoming involved in gangs, anti-social or criminal activities; and improve their self-confidence and self-esteem.

Participation can also help young people who are trying to rebuild their lives, for example, young offenders who are trying to change their behaviours and lifestyles.

However, young people's participation in positive leisure-time activities ('positive activities') is highly variable. There are many reasons why young people, particularly the most disadvantaged, do not engage; poor quality provision, a limited choice of activities, barriers to participation such as cost, the availability of transport and issues of safety. By not engaging in positive activities, young people can miss out on opportunities to improve their health, learning and personal and social development.

In response, the Government introduced section 507B of the Education Act 1996. This ensures for the first time that a single body, the local authority, working within the context of the arrangements for Children's Trusts would be responsible for securing young people's access to positive activities. The legislation also created new requirements that place young people at the heart of decision making on the positive activity provision available to them. Primary responsibility for fulfilling the legislation falls within the remit of the Director of Children's Services and Lead Member for Children's Services.

The new duty requires that every local authority in England must, 'so far as reasonably practicable, secure for qualifying young persons in the authority's area access to:

- sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
- sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.

These are referred to in the legislation as 'positive leisure-time activities'.

The definition of 'well-being' in the legislation reflects the five 'Every Child Matters' Outcomes. Activities which do not result in an improvement in well-being and which do not help meet these outcomes are not within the scope of the new duty.

The duty therefore requires that, so far as reasonably practicable, access is secured to the two forms of positive activity (and to sufficient facilities for them) set out above. The two forms of activity are not mutually exclusive, as some activities will fall into both categories; but the local authority must secure access for young people to sufficient forms of, and facilities for, both types of positive activity.

'Educational leisure-time activities' include but are not limited to homework or special interest clubs; out of school hours coaching in artistic, sporting or other physical activities; and learning opportunities available through facilities offering residential, weekend or holiday-time services. Volunteering activity will also fall within this

category of activity; where young people gain valuable non-formal educational benefits from the experience.

'Recreational leisure-time activities' include but are not limited to sports and informal physical activities, as well as cultural activities including music, performing and visual arts and self-directed learning in a museum or gallery.

The positive activities to which access is secured need not always be in the local authority's own area. The duty allows the local authority to enter into cross-border arrangements in order to meet the needs of young people who need to travel out of their own local authority area to access activities or facilities.

The duty is qualified by the term 'reasonably practicable'. This means that the determination of whether the local authority is acting reasonably in its actions will depend on the specific circumstances of the local authority and the particular requirement for access to such activities and facilities.

In judging what is reasonably practicable an authority may take into account its resources, capabilities and other priorities, as well as that of its children's trust partners in the public, private and third sector. To ensure transparency the local authority should document and publish within the Children and Young People's Plan framework, its assessment of local need for positive activities, as well as the basis on which it has determined whether actions are, or are not, 'reasonably practicable'. This will be part of the review of the next Children and Young People's Plan in 2010/11.

A local authority must secure access to 'sufficient' positive leisure-time activities and facilities (where 'sufficient' is judged in terms of quantity). It will be for each local authority to decide what constitutes "sufficient"; taking into account the needs of young people in its area. In forming this judgement, local authorities will need to be mindful of the needs of young people facing particular barriers to accessing sufficient provision, for example disabled young people. A local authority may not be failing to fulfil the duty because an individual young person's particular need is not being met at a particular time, because it may not be reasonably practicable to do so.

The Act applies primarily to young people aged 13 – 19, but also to targeted groups 11 to 13 and up to 24, e.g. young people with a disability.

The Act also requires that the local authority builds in contestability when securing provision. In keeping with the legislation, local authorities should not assume the role of default provider of positive activities. Instead they should identify the most appropriate provider, utilising and, where appropriate helping to build the capacity of high quality organisations within the third and private sectors.

The new legislation forms part of a body of reforms that were proposed in the Green Paper Youth Matters and which contribute towards the delivery of integrated youth support as set out in the Annex to Youth Matters: Next Steps.

The new legislation also underpins the Government's 10 year strategy for positive activities: Aiming high for young people. This was launched in July 2007 and introduced new reforms and funding commitments intended to secure an offer for all young people, and particularly the most disadvantaged, that includes:

- a wide range of attractive, structured, positive activities available throughout the week at times that suit young people;

- co-located multi-agency services delivered from within places that young people want to go to, and on an outreach basis;
- opportunities for young people to build relationships with young people from different backgrounds, as well as with adults;
- mobile resources to reach out to areas without dedicated youth facilities; and
- access to activities, opportunities and services through extended schools.

In October 2007, central Government introduced Public Service Agreement, 14 (PSA 14- appendix 7): to increase the number of children and young people on the path to success. PSA 14 is intended to secure a focused and coordinated response by all Government departments and partner agencies to the specific problems faced by teenagers. The PSA measures progress in increasing successful transitions to adulthood in terms of increased participation and increased resilience, alongside tackling negative outcomes.

The provision and promotion of positive activities for young people also plays an important role in building a modern culture of respect. Positive activities can help to re-engage disaffected young people and make it easier for professionals within local Integrated Youth Support arrangements to reach them.

Young people's involvement in positive activities can also make an important contribution to other objectives such as increasing their involvement in local democracy; economic, social and environmental renewal; community cohesion and preventing extremism; safer and stronger neighbourhoods; better health; improved skills; and increased employment.

In establishing the local offer; in acting under this legislation, the Government expects local authorities to seek to improve the range of positive activities. This means that the local authority should not restrict its thinking to the activities and facilities currently available to young people. Instead, it will need to determine and agree with its children's trust partners, and young people, what activities and facilities should be available to young people in the area and work over time to secure their access to this provision.

The Government expects local authorities to share its ambition: that, as a minimum, all young people should be able to access the opportunities set out in the National Standards for Positive Activities (appendix 8).

The local authority will also need to ensure that young people are involved in determining what activities and facilities should be available to them. In particular, local authorities should ensure they ascertain and take into account the views of young people who face significant barriers to participation or are considered to be at risk of poor outcomes such as young people in care, young people from minority groups and young people with disabilities.

The legislation specifies that the local authority must ascertain and take account of young people's views on current provisions, the need for new activities and facilities, and barriers to access. As well as dedicated youth provision, the local authority should seek young people's views on leisure centres, libraries and any other activities and facilities which are intended to be accessible to young people and/or

the wider community. Local authorities should also consider engaging parents, carers and families in the discussion, as their support and influence will play a crucial part in securing young people's participation.

4. Youth Services- local authority provision.

The Youth Services (Integrated Service Areas).

Provision of positive activities is delivered across integrated service areas, through a range of Youth Clubs, Community Centre provision and schools. Youth workers and other professionals clearly play a central role in the delivery of these services. Often they are able to build relationships with young people that other professionals may find challenging. The best youth work challenges young people to have high aspirations and provides them with the skills to succeed in and out of education.

The number of settings at present is 26, delivering universal youth services, through youth club provision across the borough. This includes 3 recently developed youth cafes and a further one in development. There is also an element of mobile provision, delivered through youth buses. At present, there are 3 buses able to provide mobile facilities, though 2 of these are presently contracted out to provide specific services through the Youth Crime Action Plan (YCAP) programme. This is around the delivery of targeted services, particularly on a Friday and Saturday evening. The service also delivers Connexions services within localities.

The Integrated Youth Support Services (IYSS).

Provision is delivered through a wide variety of settings, including through integrated service areas. These services are targeted and involvement is primarily through a referral process and identification of particular risk factors. Services include youth offending services, targeted youth support, positive activities for young people (PAYP), "Get on in Life", a European Social Fund project, Youth Space, targeted Connexions service, client management and tracking, Information, Advice and Guidance (IAG) and the prevention service (linked to youth offending service).

The business plans for these services are attached at appendix 9, providing details of what is delivered.

The budgets for Youth Services are set primarily within the two main areas of provision, the Youth Services (ISA) budgets and the Integrated Youth Support (IYSS) budgets (appendix 10).

The Youth Services (ISA) budget includes all the youth services activities being delivered through integrated service areas, plus elements of Connexions service.

The IYSS budget includes elements of the Connexions Service delivered both in the ISAs and in IYSS, plus related commissioning budgets for targeted projects and the youth offending service budget.

The budget for Youth Services (ISA) for 2009/10 is £1,758,727

The budget for IYSS for 2009/10 is £2,075,241

The budget of youth empowerment etc is £184,990 (part of the Youth Services (ISA) budget. This is presently being reorganised, with some anticipated savings.

The budgets are funded through the Area-based grant, Connexions grant, plus a range of specific grant-based funding for specific projects. The Connexions grant is ring-fenced to the delivery of the Connexions service. However the area-based elements of the funding are not ring-fenced. Grants received for specific projects are ring-fenced to those specific projects. Key budgets are detailed as below;

- the direct staffing costs for Youth Services (ISA) ; £1.3m;
- the direct staffing costs for IYSS; £1.48m;
- other significant costs include;
- Youth Services (ISA)-buildings supported directly by Youth Services; £193,600;
- Staffing of buildings, eg caretaker, cleaners etc; £117,589);
- Youth Services (ISA) other buildings- £43,425
- IYSS – buildings; £88,514;

Youth Opportunity Funding; there has been four years of youth opportunity funding available to the local authority. This has provided £131k each year from 2007 to 2011, to support specific schemes and projects developed by young people themselves with the decision on which schemes are supported taken by young people. This is a ring-fenced grant and due to finish in 2011. There is no commitment from central government at this stage to any continuation beyond that date.

Positive Activities for Young People budget is £294,991(part of the overall IYSS budget, above) and is managed through IYSS. This is part of the Area Base Grant and hence is not ring-fenced and is used primarily for commissioned services.

There is a budget presently within the Children and Young People's Strategy Group for the delivery of youth empowerment and participation work.(presently going through a restructuring review).

Staffing

The staffing structures for the two services are provided at appendix 4.

The IYSS staffing is comprised of workers delivering a range of different functions, to targeted populations of young people, including Targeted Youth Support Worker, specialist Connexions Personal Advisors, Youth Offending Service, plus staff to support the oversight of data collection and performance.

The Youth Services (ISA) staffing is comprised of youth workers, Connexions workers and other youth service staff supporting for example, Positive Activities for Young People and a management structure to support them. Most of the youth workers are sessional based staff, delivery a wide variety of hours per week. The actual number of front-line staff, delivering youth work through integrated service areas is 14 full time equivalents.

Youth Workers are all employed on Joint National Conditions (Youth and Community) contracts. This has been the traditional contract for all youth workers

across the country. With the introduction of Single Status within the local authority, most of the workforce apart from specific groups, such as youth workers and a number of education related staff (Soulbury) has been moved by job evaluation into the Single Status regime.

The level of youth service provision across ISAs in terms of the range of hours provided directly from the local authority youth services budget are as below:

- Billingham- 128.5 hours;
- Stockton North- 168.5 hours;
- Stockton Central- 178.5 hours;
- South- 187 hours.

Buildings.

IYSS services are presently housed in premises on Bishopton Lane and in Youth Space in Stockton town centre. Services are delivered and supported through these premises and on an outreach basis.

Youth Services (ISA) are provided through a variety of locality-based provision, including youth clubs, community centres, schools, private and independent provision.

Capital finance has been available from the DCSF over a four year period, ending 2010/11 for the development of youth facilities. Consultation with young people resulted in proposals being accepted by Cabinet for the development of youth café provision across the borough. This was to provide relatively small scale facilities and an informal environment where young people could meet and socialize. Provision has been made in;

- Billingham Town Centre;
- Stockton Town Centre- the Chill Zone;
- Thornaby- TCS - the Hanger;
- Ingleby Barwick (planned provision at Beckfield Community Centre).

Consideration is being given to development of similar provision within North Stockton, subject to funding availability.

The local authority youth service provision is also delivered through a range of youth and community centres/venues, 26 in total (appendix 11). Children, Education and Social Care (CESC) are responsible for the building, maintenance and caretaking and a management committee is responsible for the day to day running, in the following specific premises;

- Elmwood;
- Grangefield;
- Robert Atkinson;
- Long Newton;
- Chapel Road;
- Stillington.

Provision by CESC is also made through a further range of buildings , where CESC is also the responsible body, though not providing the facilities management, i.e.

schools, or is not the responsible body, though they sit within the local authority corporate asset portfolio.

In all these venues, a range of other activities are provided to the community and covering all ages. Different models have been used to manage these resources over the years. However the predominant model has been to keep the building as part of the local authority asset portfolio and to set up a management committee for each of the premises to look after the day to day running. The arrangements for financial management by the management committees remains variable.

For the 6 buildings identified above, all are supported substantially by the Youth Services budget. As indicated in the section on budgets, the cost to the youth services budget for running these buildings is £311k (premises and staffing costs). There is some charging on other services, either statutory or from the voluntary sector for the use of the buildings.

The costs to the Youth Services for the use of other buildings, based on usage, rather than the running of the buildings is £43+k.

Use of premises.

In considering the overall use of buildings as outlets for youth services, information is collated in terms of footfall within each premise. This information is broken-down in terms of reach- numbers of individuals using it at least once during the year and participation- the number of times and individual has attended on at least three occasions.

This information is attached at appendix 12. As can be seen the top 6 venues in terms of reach are;

- Fairfield;
- Robert Atkinson;
- Egglecliffe School;
- Grangefield;
- Ingleby Barwick;
- Thornaby Community School.

At the present point in time, the use of the youth cafes has not generated enough footfall information to allow significant comparisons.

In terms of participation, the top 6 are similar but in a slightly different order;

- Fairfield;
- Egglecliffe School;
- Grangefield
- Robert Atkinson;
- Thornaby Community School;
- Ingleby Barwick.

Services are provided into these centres on a sessional basis. Each session should have 3 youth workers present, including a senior youth worker. Sessions are delivered on a number of nights each week. A breakdown of the spread of sessions is provided at appendix 13. As can be seen, the number of sessions delivered and the days of the week when they are delivered is variable. With such a wide spread of buildings in use to deliver services, it has meant that provision has often been restricted. The gaps can be seen to be around the level of services available through a particular setting and when they are actually available. The tail-end of the week and weekends are areas where provision has been traditionally low.

Population.

In considering the level of service provision in each integrated service area, it is important to ensure that deployment of staff is done on a secure footing, whatever that may be. For the delivery of youth services in integrated service areas, the provision is universal, so therefore it would seem to make sense to take the overall population figures of young people in each area as the starting point.

Across the integrated service areas the numbers for the 13-19 age group, based on school years, 9/10/11 and 16-19 years, are:

- Billingham- 3,586(21.5%);
- North Stockton-3,735(22.3%);
- Central Stockton- 3,779(22.6%);
- South- 5,778- (34.6%).

5. Performance.

Historically, information for monitoring and benchmarking performance has been limited to youth services, managed through local authorities. The main vehicle for this has been the National Youth Agency (NYA) annual audit. This is a voluntary reporting of data by local authorities covering areas of expenditure, workforce and outcomes. Attached (appendix) is a document which explains what the annual audit covers (related to the last published audit, covering the 2007-08 period). From this year, the audit information is no longer being collated, nationally.

The information collected through the annual audit was linked to the national REYS (Resourcing Excellent Youth Services) framework, which was issued in 2002 and set out the national specification for what a 'sufficient' youth service should provide. As ever with the use of data, there are caveats around the NYA information which raise questions about its reliability for comparison purposes. For example:

- in terms of expenditure data much depends on what individual LAs count within their Youth Service block (in SBC the primary school swimming budget has always been included);
- 'participation' in youth provision can be interpreted in different ways;
- how, if at all, do different LAs include contact / participation data etc from commissioned services;
- not all LAs take part in the annual audit; although the majority do take part, it is not always the same ones each year.

Outcomes are measured through:

- contacts (or sometimes referred to as 'reach' – i.e. numbers 'through the door');
- participation (there is a definition for this, essentially where the young person has a longer term involvement with the service);
- recorded outcomes;
- accredited outcomes.

Tables showing the comparative data for all participating LAs are published as part of the annual audit. The broad picture for Stockton-on-Tees (allowing for the caveats above) in terms of national ranking is:

- a little below average in terms of contacts and participation;
- slightly above average in terms of recorded outcomes;
- well below average in terms of accredited outcomes;
- relatively high level of net expenditure on the service.

The Workforce data is not benchmarked / ranked – it is contextual rather than performance information.

The outcome measures used in the NYA framework have been used locally to set targets for Youth Service provision and to monitor performance through clinics established during 08-09. The year end position for 08-09 (attached) shows a broadly similar position to that referred to above:

- close to target on contacts (4027 v target of 4,500);
- achieved participation target (2780 v target of 2,700);
- exceeded target for recorded outcomes (1943 v 1620);
- well below target on accredited outcomes (387 v 810).

The Children's Services APA (Annual Performance Assessment) does not make any separate assessment of the Youth Service, although has made reference under the 'Make A Positive Contribution' theme to performance based on the same NYA audit measures referred to above. So, for example, the 2007 APA letter stated:

“The number of children and young people involved in publicly funded youth services increased between 2004–06, but as yet participation rates have not met the national target and the growth rate has not matched the pattern found nationally.”

The maintained Youth Service was inspected through the EYI process, linked to the JAR. It received an overall 'good' rating with the following key points;

Strengths

- the standard of young people's achievement is good;
- youth work practice is good;
- the curriculum plan and toolkit provide excellent guidance for planning youth work and youth workers use them effectively;
- the high quality training programme is enabling sessional youth workers to gain qualifications and it also promotes good practice;
- young people are influential in shaping youth work provision.

Areas for development

- partnerships with the voluntary sector are limited in scope and are not sufficiently strategic;

- systematic monitoring, review and reporting of the quality of provision are not fully in place.

The EYI report also drew to some extent on the NYA audit data, together with some local data linked to the REYS targets, and included the following points:

- funding for the youth service is broadly in line with the national average;
- participation by young people aged 13 to 19 is around the national target but the proportion reached by the service is low;
- the service has made good progress in giving young people appropriate opportunities to gain awards and in recording their achievements. Starting from a low base, the service is on track to meet, or exceed, national targets in 2007-08. The well considered local award, Recording Education Activities and Learning, alongside ASDAN awards, Open College Network, The Duke of Edinburgh's award and Youth Achievement Award are increasingly used effectively to recognise and accredit young people's progress.

In terms of overall interpretation, it is possible only to draw some very general themes out of the information referred to above, regarding the performance of the maintained youth service. The broad picture (allowing for caveats about the reliability of the data) suggests that in recent years:

- the service has been reasonably well funded;
- levels of 'participation' and 'recorded outcomes' have been improving to good levels;
- 'reach' or 'contact' levels remain on the low side;
- the service has not improved 'accredited outcomes' at the rate expected;
- the quality of youth work practice is sound.

This picture could be seen as reflecting the general policy thrust of recent years to concentrate resources more on targeted groups / activity rather than on universal provision for larger numbers (i.e. a quality above quantity approach) and provision of engaging activities at times when young people want to access them.

Current performance monitoring developments include the following:

- **engagement in 'Positive Activities'**; the focus of the new national performance framework, as reflected in the National Indicator Set (NIS) and its link to CAA, has shifted to monitoring the extent of young people's participation in positive activities. This approach does not differentiate the type of provider, so could be seen as a more inclusive approach, although one that does not make any judgement about the quality of the activities involved. There are two main vehicles for this approach – the Tellus Survey and the CCIS data collection system;
- **the annual Tellus Survey**; this survey is now embedded as a key part of the evidence base within the national CAA / Ofsted assessment process. It is

operated through a sample of children in schools aged 10/11, 12/13 and 14/15. It has changed slightly for each of the three years it has run so far (and year 1 was more of a 'pilot' phase) so comparison between years is not always feasible.

Tellus3 (carried out in summer 2008) was the most extensive and robust version to date, and data from the survey is used to calculate some NIS measures, including NI 110: Young People's Participation in Positive Activities (% involved in adult led group activity in previous four weeks). The survey results for this indicator (and other NIS measures of interest) are shown in appendix 14 .

The findings of Tellus3 in relation to young people's participation in positive activities are broadly similar to themes highlighted in the previous years' surveys e.g. young people appear to be relatively less satisfied with parks and play areas; and tend to perceive that there is not enough to do or places to go.

Tellus4 (autumn term 2009) will cover the same questions in relation to positive activities to enable continued measurement of NI 110, but will offer more effective tools for analysis – e.g. it will be possible to compare and benchmark performance across areas and schools within the Borough, and across regional and statistical neighbour groups.

In addition to the TellUs survey, the DCSF are exploring further ways of improving the collection of data on positive activities to support local delivery. The use of the NI 110 indicator questions has been piloted in the Connexions Client Caseload Information System (CCIS) specification since September 2008 and the DCSF would like to ensure that data is routinely collected in all local authority areas from 2009-10.

The participation data produced through CCIS will be used as an additional contextual measure to support the baseline and targets set using the TellUs surveys. In the longer term, the DCSF is exploring the use of the CCIS as the option for gathering the data to measure the national indicator as it will also provide a management tool for local authorities, and will allow for collecting data across the whole cohort rather than the sample of Year 10 pupils provided by Tellus.

Exploration of how CCIS could be used to gather data on participation in positive activities commenced in 2008, with an initial focus on data for young people in year 11. As all young people in this age cohort should be contacted to establish their intended destinations this was identified as a wider sample than that provided by TellUs. The two collection systems will run in parallel for some time to allow the necessary comparisons to be made between the two data sets.

The CCIS survey is being implemented in Stockton-on-Tees for the first time this year, so results are not yet available.

Benchmarking information is available for comparison with other local authorities on the provision of youth services. On last year's figures, Stockton-on-Tees was above the national average for net expenditure. Some caution needs to be exerted in interpretation of these figures, as it has always been somewhat of an issue in terms of what is included and what is missed out, with an assumption that all authorities do things differently. At its simplest level, the authority would not appear to be out of kilter with regard to overall spend on youth services.

In summary, the only meaningful performance information about youth provision has been focused on the maintained youth service. This data can give some useful insight to progress of the service locally but there are some question marks over the reliability of the data for comparison with other areas.

The national policy focus on 'positive activities' is reflected in new national measures which will become more meaningful over time. The current Tellus3 / NIS data indicate low participation in our area, which matches much of the feedback we have had in the past from young people about 'things to do, places to go'.

Information about young people's participation in sports and leisure activity is available to supplement the NIS data.

More work is needed to determine how far the available data can be disaggregated across particular groups or localities, to assist targeting of support and services in the future.

No information has been systematically collected or reported in the past about the performance of provision delivered by 3rd sector organisations – either in terms of numbers involved or the quality of the provision. Information does however get gathered through contract compliance and monitoring activity

Performance and benchmarking activity is provided at appendix 14.

6. Views of Young People.

A wide range of consultation and involvement of young people in the development of youth services and youth provision has taken place over the last few years and been positively commented on by OFSTED. This has been in connection with specific service developments, the development of the Children and Young People's Plan and through for example the Tellus survey and the Mori surveys. There has also been specific consultations around the development of "myplace".

For this present review of youth services and youth provision, a range of specific consultations have taken place. Attached at appendix 15 are the specific outcomes of consultations.

The views of young people can be summarised as below;

- issues around transport and lack of accessibility of some events. This is particularly the case for those young people living in more rural communities;
- cost is a consideration, as if there is an entrance fee for particular events and the cost of transport needs to be included, then it can be prohibitive;
- sports/arts/music/outdoor activities are valued;
- young people do want areas to be able to relax and do nothing in particular, which was also safe;
- opening times need to be more varied with things open earlier in the evening, including straight after school, at weekends and during school holidays;
- information, advice and guidance were seen as important;

- young people like to identify with places that they receive services from and feel some ownership;
- outdoor activities, such as play areas, parks and sports pitches were important, but needed to be safe.

7. Views of providers.

The views of providers have been collated through two events, linked specifically to this review, but also through ongoing contacts under the Children's Trust Board and specifically through consultations and involvement in the "myplace" consultations and developments.

A wide range of providers were involved. A number of key issues came from the discussions and involvement;

Need for a database of provision. It was clear that there is a lot of provision within the borough, but lack of knowledge about the details. The risks were that providers were ending up in competition with each other either for accessing funding, or in terms of when they were providing things.

This led to the need for greater coordination of services through the development of better partnership working. This can be facilitated by the integrated service area developments and also the need to have a partnership arrangement around the deliver of "myplace"

There was a desire to have a better model for measuring the impact of the services provided. At the present time this either is not in place, or is tied to the specific funding regime with limited consistency and coordination.

Use of buildings was stressed and the need for youth only facilities. It was clearly identified that there are a wide range of buildings and venues in use across the borough for young people's services and that this was leading to an overabundance in some areas. The knock on effect was then on the ability to adequately fund and support high quality facilities through such a multitude of venues.

Providers were keen to see the development of some themed activities at particular times of the year. Appendix 16 provides the detailed outcome of consultations.

8. Views of staff

During the process of the review, staff within the local authority have been involved and updated through staff meetings and specific briefing sessions. The views of the staff group have been supportive around the need for a review and the rationalisation of service delivery. The major concern from staff has been around getting clarity as soon as possible on the future direction for the service and where and how they will be expected to deliver on youth services and the various projects they support

9. Links to Children and Young People's Plan and other strategies/plans.

The Local Strategic Partnership's overarching strategy is the sustainable community strategy. A key theme of which is children and young people and a key ambition is to increase the chances for young people to enjoy education, cultural and leisure opportunities through the provision of a good range of youth activities. This is linked to continuing to develop the involvement of children and young people in service developments.

These themes are echoed in the Children and Young People's Plan with its priorities on:

- increase the range of accessible culture, leisure, sporting and social activities for children and young people by developing services across statutory, voluntary and independent sectors;
- enhance the involvement and participation of children and young people, parents and carers in community life, positive activities and in the development of services to meet identified need.

There are a range of plans that sit under the Children and Young People's Plan, which support the development of positive activities for young people. These include:

- Extended Schools Strategy;
- Play Strategy;
- Sport playing its part- a sport and active leisure strategy and plan;
- Healthy Schools Strategy;
- Culture and Leisure Strategy.

There is also a clear link to the Crime and Disorder Reduction Partnership with regard to engagement in positive activities to support young people not getting involved in crime or antisocial behaviour.

The Participation, Involvement and Consultation Strategy links the work that takes place to support young people's active involvement and participation in service development and consultations.

10. Transport/accessibility.

Accessibility of service has been a key issue across the review, but not one which is easily resolvable. At present, the key centres of activity, such as the Billingham Forum, Splash/Culture Quarter/Central Library, Thornaby Pavilion are primarily on reasonably accessible bus routes, at least to and from the main centres of population. There is provision into the evenings and at weekends, though with some restrictions. Details of public transport routes and times are provided at appendix 16.

Reduced fares are offered to young people under 16 years of age and there are subsidised half fares for over 16. A typical reduced fare for a young person travelling from Billingham Town Centre to Stockton Town Centre would be £1.10 single. Taxis are available across the borough from a number of different firms, though this does not appear to be the preferred mode of transport for young people.

Young people, through the consultation process have raised the issue of cost of transport, which when added to the possible entry costs, or “subs” can add considerably to the overall cost of any single activity.

“myplace” will be on an accessible public transport route, at least from the main centres.

Outlying areas do have accessibility problems. There has been a trial of a “village” bus service, but this has not proved particularly popular with young people and is somewhat inflexible.

The local authority does operate 3 youth buses which provide a range of mobile provision across the borough. At present 2 of these buses are contracted to the YCAP (Youth Crime Action Plan) service delivery which is providing targeted resources in hotspot areas around weekends. Although the service has been able to provide some services to outlying villages, or to the more difficult to access communities, delivery has sometimes been limited due to staff and budget availability. These buses are not though available to transporting young people

There are a range of possible options available for consideration;

- reviewing the “village” bus scheme and making it more of an on-call service;
- use of dial-a-ride service, which is underused in the evenings;
- shuttle service to, for example, Teesside Park, or specific events.

The EIT review of transport is due to report in November, 2009. The outcome of this review will need to be addressed in line with the transport review action plan.

11. Development of “myplace”

“myplace” will provide the central hub for the delivery of a wide range of facilities including a young people’s socializing area, training and education suites, counseling, health, café area and a range of vocational workshop areas, sports, art , cooking, music and performance facilities. The versatility of the build will allow new ideas of services to evolve over the lifetime of the project. The co-location of the new Stockton Academy, when completed, will open further opportunities for young people and support sustainability plans for “myplace”.

The primary stakeholder of “myplace” will be the Local Authority. “myplace” will become the delivery location for many agencies and partners involved in the delivery of key services to and for young people, including voluntary, statutory, public and private providers. In addition to the provision of a wide range of universal services, specialist and targeted services will remain as high priority. There are six key partners identified at present, who will provide services that meet the needs of the target beneficiaries and deliver identified milestones and outcomes:

- A4E, a private sector organization, delivering alternative education programmes, accredited training and access to apprenticeships;
- The Children’s Society, a National third sector charity, providing support and intervention services to young people in and on the fringes of the criminal justice system;
- Five Lamps, local third sector charity providing social enterprise opportunities; vocational training and business support;
- Easter Ravens Trust, local third sector charity providing support services and respite activities for young carers;
- Brook, a National third sector charity providing a comprehensive range of sexual health services;
- Cleveland Police Authority, will support positive activities for young people to combat anti-social behavior and develop Independent Advisory Groups for young people on policing issue in the local communities.

Targeted youth services (IYSS) will prioritize resources and delivery of services to young people encountering specific needs including those in looked after system (LAC); those suffering from mental health issues; encountering homelessness; first time entrants into criminal justice system; those at high risk of offending, young parents; young carers; those not engaged in education, employment and training (NEET); young people with learning, difficulties and disabilities (LDD); ethnic minority and asylum seeking groups and the travelling communities.

“myplace” will provide the opportunity for the delivery of integrated, universal and targeted services for young people by a range of partners across the borough. Overall objectives for the centre will be the raising of aspiration for young people, empowering them to make positive contribution to society, to increase participation and engagement in meaningful positive leisure time activities, to reduce those not engaged in education, employment or training, and to increase positive activities that develop resilience in vulnerable groups.

“myplace” will link to the delivery of youth services and youth provision across the rest of the borough, through the youth services (ISA) provision within integrated service areas and with the wider voluntary and community sectors and private sectors delivery of youth provision. The commitment in the business plan is that

“myplace” will be open 7 days a week. The proposals in this review will support full delivery.

As part of the development of “myplace”, a revenue cost of approximately £277k has been identified to deliver “myplace”. The funding being received from DCSF is only for the capital development of the project. The revenue costs will need to be identified by autumn 2011. Previous cabinet decisions have confirmed that the revenue costs will need to be identified from within the existing Youth Services budgets. These costs will cover the day to day running of the centre and the business management of activities within the centre. As indicated earlier in this report, it is proposed that the Integrated Youth Support Services will be placed within the centre. It is also proposed as part of this review, that support for the delivery of services, particularly in terms of evenings and weekends, will come from the Youth Services(Integrated Service Areas).

12. Gap Analysis re Youth Services.

This review has been conducted as part of the Efficiency, Improvement and Transformation review process. New ways of working need to be identified, alongside the developments of more effective and efficient working practices.

The review has also needed to take on board the fact that the “myplace” development is progressing and that there is a need to identify at least £277k revenue support for this project. This includes costs to run the building and the business management of the services.

It is proposed that the Integrated Youth Support Service is sited within “myplace”, as indicated earlier. It is not proposed through this review to recommend any other significant changes to this area of the service. All of their work is targeted and much of the delivery is linked to specific projects with delivery against identified grant regimes.

The information provided in this report and in the appendices forms a picture of the existing services and identifies some of the issues arising from providers and from young people.

This section will identify perceived gaps in services, concentrating specifically on the youth services delivered through the local authority.

The starting point would appear to be a recognition that there is a wide range of provision, being delivered across the borough by the Youth Services (ISA) and by the Integrated Youth Support Services. These services are also complimented by a significant level of provision across the voluntary and community sectors and private organisations, as detailed in section 15.

Budgets for the Youth Services (ISA) primarily support staffing, buildings and resources to support delivery. It is not being proposed that budgets should increase for the Youth Services (ISA), in light of the overall budget position for the next two to three years. Clearly at this stage with the corporate local authority approach to improving efficiencies, improvement and transformation and the present economic climate this would not be tenable.

Equally there is a need to identify a shift in resources, presently available to the Youth Services, to make “myplace” a focal point for the development of exciting and interactive activities / events available for all young people across the borough on evenings and weekends.

Services are presently provided by the Youth Services (Integrated Service Areas) across a wide range of setting. With the numbers of staff available, it has however, only been possible to deliver a set number of sessions in any particular week. A session typically lasts between 2 to 3 hours.

Shortfalls have been identified in terms of the numbers of sessions available each week and when they are available. The views of young people have been that some of these sessions are not at the right time, i.e. wanting more on Thursday and Friday nights and on Sundays for example.

Footfall at the individual setting is variable, with some venues having relatively small numbers of young people in attendance. This does create a resourcing issue as the

level of staffing would often be similar for settings with high footfall as against those with a low footfall. Any one session being delivered needs a minimum of three workers to support.

Accessibility is an issue for young people. However it should be noted that in the delivery over previous years of event based activities, the level of attendance has been very high and attracted young people from across the Borough. Transport has usually only been provided for specific events or for some targeted project work. It has not been the norm to provide additional transport for sessional-based youth work arising from youth clubs etc. The anticipation is that young people will use public transport, where it is available, or make their own way to the venue. The need is therefore to ensure that settings for the delivery of youth activities are within localities and where possible, on public transport routes, but not necessarily in every community.

Some specific resources exist, but again, because of either finances or staff availability it is not possible to operate on a regular basis e.g. mobile skateboard park, mobile youth provision (buses, pods)

With regard to the use of specific buildings, a wide range are in use for the delivery of youth services. Buildings have been used partly because of history, and partly because of convenience. Management of buildings has developed in a similar manner, with different arrangements in place depending on the history.

Some buildings have not been modernised for some time and do not provide a particularly stimulating environment for young people. This was identified in the previous scrutiny panel report on youth services. The developments of youth café provision has improved this position, in terms of bringing in additional new resources. However, they also need to be staffed, without the addition of new staffing resources.

The need for better coordination of services and activities has been identified. There are a wide range of providers involved in delivering services to young people, both universal provision and targeted provision. Sometimes these are in competition with each other for grant funded resources. The local authority has traditionally been a provider of both targeted and universal provision and also the source of much of the funding for service development. This has led to some difficulties in terms of commissioning and provider relationships.

Staffing is a particular issue for the local authority as this is the major resource. The terms and conditions of staff working within the youth services have been and continue to be predominantly under Joint Negotiating Committee (youth and community work) conditions. The local authority has now implemented a single status model for the majority of staff, but as of yet the youth services staff are one of the groups that have not been brought into this. Consideration could be given to this, in order to regularise staffing terms and conditions across the authority.

The present service structures within the local authority were put in place as a result of the development of integrated services. The dispersion of hours across the 4 ISAs is partly historical and partly based on levels of deprivation, using a number of different deprivation factors. There is some imbalance in these hours and a possible need for reviewing the different levels and allocation across the ISAs.

In considering gaps in service, some thought needs to be given to a "needs analysis". The delivery of youth services, as defined here, is universal, so services need to be accessed by all young people. This would lead to identification of population numbers

initially, in terms of balancing out service provision. As indicated above, in looking at the integrated service areas, the population figures give a reasonable level of balance across Billingham ISA, North Stockton ISA and Central Stockton ISA. South ISA is a much larger geographical area and has subsequently greater population. The ratio would appear to be approximately 1:1.6. Footfall information would also be relevant in terms of popularity, or accessibility of particular venues, and this information has been provided.

If delivery should be linked more closely to some level of needs analysis, then a range of other statistics could be used, such the index of multiple-deprivation, crime numbers, households on low incomes, children on the child protection register, etc and would all lead to a prioritisation of a number of key wards within each of the integrated service areas. An element of prioritisation could therefore be given to ensuring that provision is made within key wards or within easy access them across the borough. This would prioritise for example;

- Stockton Town Centre;
- Newton;
- Hardwick;
- Parkfield and Oxbridge;
- Roseworth;
- Billingham East;
- Mandale and Victoria;
- Stainsby Hill.

(Index of Multiple Deprivation 2007- within top 1000 most deprived)

13. Options and Option Appraisal

In the development of options for changes, a number of potential “givens” within the delivery of youth services have been identified. These can be identified as;

- the development of “myplace” and the need to shift an element of resources into the proposed new building to develop activities available for young people across the borough;
- as part of the development of “myplace”, the integrated youth support service is proposed to go into the new building and support a range of targeted services for delivery across the borough;
- the development of youth cafes, which is still continuing with a least one new facility identified for delivery in 2010/11;
- budgets for the delivery of Youth Services are not proposed to increase;
- direction of travel is still to ensure a range of delivery of youth services across integrated service areas, to ensure universal accessibility;
- a sufficient level of youth services needs to be delivered;
- increasing the number of sessions being delivered from a setting, in line with the views of young people;
- making available resources to support school holiday activities;
- increasing the number of young people accessing the available sessions.

Any options for change need to take on board the above and therefore would restrict what may be possible. They also need to address the issues raised through consultation with young people, with providers and with existing youth service staff.

The option of no change would appear to be the least tenable. With developments already taking place with regard to “myplace” and the continual development of youth cafes, resources need to be reconfigured to meet what will be the new demands arising from these.

Consideration has been given to the commissioning of the universal element of youth services and developing the service specifications around a youth core offer. Although this has advantages in having a process which is competitive, might produce some efficiencies and would engage possible alternative providers, given recent experience in the local authority over TUPE arrangements and trying to transfer staff on existing terms and conditions is not felt to be viable at present. The present structures for youth services are also being reviewed with a view to better integration of universal and targeted services.

The development of a hub and spoke model of service delivery is the one that would appear to best fit with the given parameters identified above.

Development of hub and spoke model.

The development of “myplace” has already been identified as the potential hub for delivery of youth services and the wider youth provision. It will be the centre for targeted support, through the IYSS, but will also provide a range of activities for all young people. At present the modelling that is being done on this is around seeing it as a hub for both large scale and small scale events, around evenings and weekends, for young people across the whole of the borough. Much of the day-time

activities would be focussed on more targeted services, with a combination of other providers, delivering through the centre.

To support the evening and weekend work, there will need to be an input of staffing from the existing youth support services (ISA), to support universal delivery, working along-side third sector partners, who could bring in additional resources.

Along-side of this, in terms of the spokes of the service, there will need to be delivery of services within integrated service areas, to ensure reasonable local accessibility and provision across the whole of the borough. As indicated earlier this is presently based on a number of sessions delivered through youth clubs, based in community and school premises.

In order to deliver an efficient and quality service and extend access to the largest number of young people, at a time when they want to attend, it would seem necessary to consider increasing the number of sessions on evenings and weekends that are delivered through particular settings.

A model has been developed to support this. This identifies a number of settings in each integrated service area and the level of support that is needed to deliver these across a number of evenings and weekends. It also identifies differences in the delivery between summer and winter. In summer, it would be proposed that there is less delivery of centre-based activity, and time made available for summer holiday activities. This reflects the attendance patterns in existing youth clubs and views expressed by young people.

The level of service available has been the prime determinant in the development of the model. This is based on the number of staff presently available to delivery services and the level of support in terms of staffing numbers that are required to support any particular session. It is recommended that for any one specific session, being delivered through a youth club, that as a minimum 3 members of staff are necessary to support the potential numbers of young people in attendance.

The model is presented with some specific scenarios. Clearly the numbers can be varied, depending on the level of service that is wanted and needed.

As the hub, "myplace" can be set to deliver 6 sessions per week of youth activities, accessible to all young people and staffed by a minimum of 6 youth workers (in anticipation of numbers etc). In the business plan for "myplace" the building does need to be open 7 days a week and in school holidays. The additional sessions could be provided for by specific events, supporting use by other organisations delivering to young people plus the maintenance of a minimum level of support, to provide advice, information and guidance and access to café facilities.

The number of settings (spokes), through which services are to be delivered will need to be considered. As has been identified through this report, there are a large number of settings presently being used, but with variable numbers of young people in attendance and limited opening times.

The delivery of the model can be varied, depending on the number of sessions that are wanted within each setting. Reducing the number of setting through which services are delivered, increases the number of sessions that can be delivered each week and potentially concentrates staffing resources on delivering to larger numbers of young people and encourages participation across traditional boundaries thus broadening horizons and raising aspirations.

Two possible scenarios are presented, one providing for a hub and 5 spokes and one providing for a hub and 8 spokes, based on the present hours available from the Youth Services front-line staff.

	Number of sessions per week- winter(26 weeks)	Number of sessions per week-summer(24 weeks)	Notes
Hub- myplace	6 supported by 7 staff	6 supported by 6 staff	One evening/session for unplanned and available for specific events etc.
A- 5 spokes	6- supported by 4 staff	6- supported by 3 staff	Delivery includes school holiday periods, but not including Christmas and New Year.
B- 8 spokes	6 -delivered through 4 main settings supported by 3 staff. 4 -delivered through a further 4 settings, supported by 3 staff.	6 -delivered through 4 main settings supported by 3 staff 8 -delivered across school holiday periods (6 weeks) only through 4 settings.	Sessions could be delivered flexibly across the range of settings.

A- 5 settings across the borough, one in each integrated service area, except for South ISA, where there could be two, to reflect different population numbers.

Using 5 settings, as the spokes of the model, this would give the following;

- 6 sessions a week from all settings, supported by 4 staff in winter and 3 staff in summer.
- Sessions provided across 40 weeks of the year.
- Local discussion could be around a flexible approach to the use of hours in the summer time to provide more activity outside of settings.
- The hub would provide 6 sessions a week with staffing levels adjusted across summer and winter and enough to meet possible demand.

B- 8 settings across the borough, with two in each integrated service area, reflecting an element of prioritisation around levels of need/deprivation.

Using 8 settings as the spokes of the model, this would give the following;

- 6 sessions being delivered across 4 settings per week and 4 sessions being delivered across a further 4 settings per week. Numbers of staff would be lower in each session, than in the 5 spoke model, therefore limiting the number of young people supported.
- In the summer, there would be a reduction in the number of sessions provided across all weeks, with a concentration on school holiday activities.
- The hub would provide 6 sessions a week with staffing levels adjusted across summer and winter and enough to meet possible demand.

A matrix is presented at appendix 17, which addresses each of these variables. Clearly it is possible to vary the model in many ways and only two possible scenarios are presented above. The key issues are going to be deciding on the number of settings to continue to deliver through. Decreasing the number of settings, from the present position, immediately allows for an increase in the number of sessions provided.

In order to be able to deliver the model, there will need to be a significant review of present funding arrangements for the support and delivery of a range of services through the various youth and community buildings presently used by the Youth Services(ISA).

As indicated earlier, 6 settings are substantially supported by the Youth Services(ISA) budget in terms of caretaker costs and maintenance etc. The costs to the service for supporting these settings is in excess of £300k. If it is possible to reduce these costs, budget would then be available for supporting the delivery of “myplace” as the hub and a full range of settings across integrated service areas as the spokes of service delivery.

Consideration will need to be given to the funding arrangements for each of the settings and the operation of the management committees. There are a range of services provided in each setting, both adult and children’s provision which will need to continue to be supported and sustained as any changes to the level of support from the Youth Services financial support to settings will have some impact on them.

In determining which settings to use, there will need to be consideration of geography, existing footfall and condition of the building. The starting point with this would seem to be the acceptance initially of new or substantially revamped provision continuing as a priority, i.e.

- myplace
- Billingham Youth Café (Billingham ISA)
- Chill Zone(Central ISA)
- The Hanger(South ISA)
- Beckfield CC(South ISA)- in development

At present this would leave a lack of provision within North ISA. There is still the possibility of Youth Capital Funds being available to support further development here.

In terms of footfall information(reach), this would give the following in priority order;

- Fairfield;
- Robert Atkinson;
- Eggescliffe School;;
- Grangefield;
- Ingleby Barwick(Beckfield Community Centre);
- Thornaby Community School.

In consideration of geography, there is a need to address proximity of settings and accessibility e.g. for outlying villages. These would include;

- Elmwood/Grangefield/Fairfield;
- Robert Atkinson/the Hanger/The Youthy(voluntary sector provision)
- Long Newton/Stillington.

14. Previous scrutiny review of Youth Club provision.

A review of youth club provision took place in 2005/6 by the then Education, Leisure and Cultural Select Committee. A number of actions were identified which have been progressed during the intervening period, or are addressed through this present review. The action plan is attached at appendix 14 with update information.

15. Youth Provision- positive activities.

A key issue from young people has been around what is available in terms of positive activities within the borough. It appears a commonly held perception that there are not enough things to do, or places to go. In conducting the review, it is evident that there would appear to be a very wide range of positive activities available across the borough. This includes the range of activities directly provided by the local authority youth services as described earlier in this report, activities provided under a range of strategies, such as Sports Strategy, Extended Schools Strategy, Play Strategy, the delivery of parks and open spaces eg recent opening of Romano Park, provision through major leisure facilities, such as Billingham Forum and Thornaby Pavilion and a wide range of voluntary and community sector providers and private organisations. However what was clearly evident, was that there was limited understanding from providers and from young people about the full scope of what was on offer.

As part of this review, there has been work done to identify the range of positive activities being delivered by this variety of organisations. These services have been mapped to provide a picture of the spread of services across the borough. In doing this, although not all services responded, it is clear that there is a wide and varied range of provision, accessible on a universal basis.

The range of services is provided through voluntary and community sector organisations, who provide a mix of both universal services and targeted services. These include, for example:

- Fire Service;
- Scouts;
- Guides;
- 5 Lamps;
- Newton Community Centre;
- Away Out;
- St Ann's Partnership;
- Corner House;
- Sports clubs etc.

A range of services are also provided through or supported by the local authority Culture and Leisure Service including:

- Libraries;
- Festivals and Events (SIRF/ BIFF);
- Preston Park Hall;
- Billingham Forum;
- Thornaby Pavilion
- Tees Active- swimming, sport, keep fit etc;
- Culture Quarter;
- The ARC.

Development and Neighbourhood Services also provide a range of services which can be included under the heading of youth provision, eg:

- Rangers programme;
- Event management.

The private and independent sectors also provide a wide range of activities through a number of outlets within the borough, such as fitness clubs, football, tennis, dance and martial arts.

Services are provided by this wide range of providers across the whole borough and also into geographical areas. A range of facilities are used including, youth and community centres, schools, sports clubs, centres such as Billingham Forum and Thornaby Pavilion. These facilities are provided at a range of times across the week, at weekends and through school holiday periods.

Details of providers and mapping against integrated service areas are attached at appendix 18.

There is a range of charging policies in place across organisations. Some activities are free, such as targeted services provided through IYSS and in this last year, swimming for the under 16 year olds. Many services charge a nominal amount for activities(entry fees for youth clubs). Independent and private sector organisations charge an appropriate commercial fee or annual subscription.

There are focal areas across the Borough where services are provided across key centres;

- Billingham Forum;
- Thornaby Pavilion;
- Stockton Town Centre- Splash, culture quarter, Central Library, my place(when built).

Outlying villages.

Stockton-on-Tees has a number of small villages outwith the main centre of population. Some of these are served by local community centres, but provision would appear to be somewhat patchy, with mobile provision available on specific occasions, but not consistently provided. Young People's access into activities within the key centres of population is subject to availability of transport and finance to pay for transport.

The spread of provision is wide and varied across the borough. There are clear concentrations of provision around the three main town centres. There is more limited provision in some specific areas, such as in the outlying villages.

16. Conclusions.

This review has identified the range of positive activities presently delivered under the heading of youth services and youth provision. What has been identified is a complex array of services, both universal and targeted, provided by the local authority, the voluntary and community services, independent and private providers.

The services are provided to young people across a wide age spread, primarily from 13 to 19 years of age, but including some services for those 11 years and older and in some circumstances for those up to 25 years of age.

Sitting under the Children and Young People's Plan and the Sustainable Community Strategy, a broad range of plans and strategies provide the details of what is being delivered, how it is delivered and why it is being delivered.

The present service configuration of services has been arrived at through a variety of influences, including for example the development of the uniformed clubs (Scouts, Guides), the development of youth services and youth clubs, the involvement of the voluntary and community sectors in local provision and the commercial development of sports clubs.

The analysis of provision, including consultation and involvement from providers, has identified a number of issues;

- across the borough there is a wide range of provision, delivered by a number of different providers to a diverse group of young people;
- provision is spread across the week, though there are identified short-falls in provision at the end of the week, particularly around Thursday, Friday evenings and Sundays;
- there is lack of knowledge across providers as to what exists, so that planning of provision is relatively adhoc;
- there is a focus of activity around the main centres of population, eg, Billingham town centre, Stockton town centre and Thornaby town centre.
- services in outlying areas are more sporadic, though some provision is made through existing community centres;

- there is a wide range of buildings used for the delivery of services, such as schools, community centres, youth clubs, youth cafes, sports facilities, parks. There has been limited strategic planning of the use and positioning of buildings, development primarily being on the basis of where a building could be found. Many buildings are used for other service delivery and not solely for young people's use. Fitness for purpose varies in terms of age and pressure on repairs and maintenance.
- With regard to staffing within the local authority youth services, existing staff are all paid through JNC(youth and community) conditions. This has been and continues to be the standard route for youth workers across the country. However what is evident from this review, is that there are many different job descriptions, some of which have been in existence for some time and many of which need to be reviewed and updated. The authority has also conducted an exercise in bringing many diverse jobs into "single status".

The views of young people have been identified through the review process and as part of previous consultations. The views are wide ranging and include;

- Concern over of accessibility, particularly around cost of transport and availability and with particular reference to young people living in the outlying villages;
- Cost of activities, particularly around "commercial" leisure facilities;
- Opening times needed to be more flexible, particularly into the later evening and on sundays

The local authority is now committed to the delivery of "myplace", which will provide a centrally located "hub" for the delivery and provision of services. There has also been the continuing development of youth café facilities across the borough. Aligned with the development of schools through Building Schools for the Future and the strategy for extended schools, this would seem to provide a focus for future delivery of youth services and youth provision across the borough in terms of place. Existing youth club provision, provided by the local authority, will need to be rationalised given the above developments. The increasing involvement of the voluntary and community sectors will also ensure a flexible local response through a wide range of outlets.

With regard to the performance agenda, given the changes identified to national reporting, it would seem opportune to rationalise the local authority's "core offer" of service provision to young people and confirm the "sufficiency" of provision to meet ongoing needs.

The provision of a wide range of opportunities for young people to enhance their personal and social development and for them to have a access to excellent places to go and things to do will continue to challenge the local authority when sat alongside the need for improved efficiencies and effectiveness. The following recommendations are identified to support this agenda.

17. Recommendations.

These recommendations specifically address issues around the delivery of local authority youth services as an element of the provision of positive activities for young people. This has been key in consideration of the needs the Efficiency, Improvement and Transformation Programme.

Consideration has also been given through the review process to the wider provision of positive activities for young people and some recommendations made.

The recommendations are as below;

- delivery of youth services can be configured on a hub and spoke model. “myplace” should be developed as the hub for service provision, with the Integrated Youth Support Services providing targeted services and supported by input of Youth Services (ISA) staff to support the universal elements of delivery. A range of other providers will also be delivering services through the centre in line with the business plan for “myplace”
- consideration is given to reducing the number of settings (spokes) used to deliver youth services across integrated service areas. This will;
 - support increasing the number of weeks during the year the provision is made,
 - increase the number of sessions being delivered from each identified setting,
 - enable a greater level of provision across the school holiday periods.
- support increasing the number of weeks during the year that provision is made and increasing the number of sessions being delivered from each identified setting;
- services should be configured to support greater level of provision across the school holiday periods;
- consideration to be given to whether services should be configured in terms of “need” as expressed by a number of deprivation factors, or by simple population and existing usage rates in determining the spread of services across the borough;
- there should be a review of management arrangements of community buildings presently supported by the youth service budget, in order to address the issue of over-reliance on the youth services budget to support buildings providing a wide range of community-based activities;
- consideration should be given to the development of locality partnerships, possibly based around the existing area-based partnerships, to support the delivery of the youth core offer across the borough. This should involve young people, local providers and links to the area-based partnerships to ensure local delivery is flexible to local needs;
- there should be the development of a clear “youth core offer”, which identifies what will be provided, when it will be provided and identifies how young people will be involved directly with this;

- transport plans should developed for settings, including “myplace”, to support accessibility and which are properly costed.
- a database/website of positive activities should be developed, which is readily accessible and up to date. This could link to the existing databases around services and/or Family Information Services
- there should be a review of local authority youth services staffing in terms of possible move to single status.

18. Appendices.

Appendix 1 – Project Team Members

Appendix 2 – Scope of the Youth Service/ Youth Provision Review

Appendix 3 – Key Documents

Appendix 4 – Structures for IYSS and Youth Services (ISA)

Appendix 5 – Scrutiny review of the Youth Club provision and Action Plan

Appendix 6 – Inspection of Youth Services (Ofsted 2008)

Appendix 7 – Public Service Agreement 14

Appendix 8 – National Standards for Positive Activities

Appendix 9 – IYSS and Youth Services (ISA) Business Unit Plans

Appendix 10 – Budget Profiles 2009/10

Appendix 11 – Youth Services Provision delivered through existing Youth Club

Appendix 12 – Footfall Information

Appendix 13 – Youth Club sessions by ISA

Appendix 14 – Performance and Benchmarking data

Appendix 15 – Consultations with Young People

Appendix 16 – Consultation with Provider

Appendix 17 – Scenario Matrix

Appendix 18 – Youth Provision – Maps and Service Profiles

Appendix 1.

Project Team

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